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MILLER DRIVE

.

NEIGHBORHOOD PLAN

FRANCO MAP

April 1992

TABLE OF CONTENTS

- I. Neighborhood Plan Process
- II. Locational Context of Miller Drive Area
- III. Miller Drive Background Data
- IV. Background Information Related to the Plan
- V. Scenarios
- VI. Sub Area Recommendations and Justification
 - A. Hillside Drive
 - B. Thornton Drive
 - C. Moody Drive
 - D. Park Avenue
 - E. Miller Drive West
 - F. Walnut Woods
 - G. Open Area West and Johnson Service Area
 - H. Miller Neighborhood Northeast
 - I. Highland Southeast
 - J. Maxwell Southeast
 - K. City Service Center and Summit Point
 - L. Midland Cut Stone

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NEIGHBORHOOD PLAN PROCESS

The planning process for this neighborhood plan spanned several months and several public meetings. Since the neighborhood has been the focus of considerable redevelopment expenditure over the years, new infrastructure needs (and funding availability) are minimal and the emphasis of this plan is land use and guidance on future zoning and development petitions.

In the beginning of the process, the planning staff perceived opportunity for residential infill development other than single family in several transitional locations, some of which currently accomodate the few blighting influences left in the neighborhood. These areas included Hillside from Henderson to Huntington, Miller Drive across from the Utilities Service Center, and Maxwell Street south of Miller Drive. In general, neighborhood reaction throughout the process favored single family infill as opposed to higher residential densities. In response, each iteration of the plan, up to and including the Plan Commission's final decision, included more area devoted to single family use. The neighborhood survey confirmed this neighborhood concensus.

The Commission, at its final adoption meeting, was given alternatives and voted on four specific areas, where higher density land use was under consideration. (Areas I through IV, Page 2) This text represents the result of that discussion and vote.

Miller Drive Neighborhood identified as an enhancement area within the 1991 Growth Policies Plan. Adopted 5/91

"Residential Enhancement Areas

Areas depicted as Residential Enhancement represent neighborhoods with aging housing stock, frequently with frame cottages and bungalows on small lots. Housing quality in these areas is variable ranging from very good to substandard. These neighborhoods have a considerable stock of "affordable" housing. These neighborhoods are targeted for residential rehabilitation and priority efforts with respect to public improvements such as drainage, sidewalks, street, curb and gutter repair and replacement, and landscaping in the public rights-of-ways. Where appropriate, new residential infill projects should be considered a high priority for undeveloped parcels. Over time incompatible and inconsistent uses with the residential context of these neighborhoods should be eliminated."

- 2. <u>Inventory of the Miller Drive Area</u>: 1988 air photo, existing planning cases, rental housing plotted from housing records, duplexes plotted, structural condition analysis, address & location (field walk-by), zoning map, and field photos.
- 3. One on One Neighborhood Plan Feedback: Small groups of residents meeting with the staff and reviewing the inventory and Miller Drive neighborhood considerations.

- 4. <u>Neighborhood Informational Meeting with Neighborhood Input</u> held 2/12/92 at the Bloomington Development Learning Center with 47 in attendance; about 40 being local residents.
- 5. <u>Neighborhood Working Meeting</u> held on 2/14/92 at the Bloomington Development Learning Center with 25 people in attendance; about 20 local residents.
 - <u>Staff Review of Possible Scenarios</u>: Spokesperson from six working groups showing desired land uses placed on base maps of the area (scale 1" to 152').
- 6. Staff Briefing to the Plan Commission on 2/24/92.
- 7. <u>Miller Drive Neighborhood Assoc. Meeting on 4/17/92.</u>
- 8. <u>Miller Drive Neighborhood draft plan:</u> Plan Commission hearing on 4/20/92.
- 9. Survey administered to the neighborhood 5/1/92 to 5/7/92.
- 10. <u>Sixty-nine surveys</u> returned for tabulation (37%).
- 11. Review of the results of the survey and review of alternatives in growth areas I to IV (24 in attendance 5/14/92 at the Older American Center).
- 12. Miller Drive Neighborhood Plan (MP-34-92) adopted by the Plan Commission on 5/18/92.
- 13. <u>City Common Council</u> hearings and adoption process as an amendment to the Growth Policies Plan.
- 14. Common Council adopts plan 8:0 with four amendments on 6-17-92.
- 15. Plan Commission approves plan 7:1 as amended by Common Council on 6-29-92
- 16. Common Council's final approval on 8-24-92.

LOCATIONAL CONTEXT OF MILLER DRIVE AREA

Miller Drive Neighborhood is located about 1½ miles SE of the Bloomington City, Courthouse Square, and about one mile south of Indiana University. The boundaries conform approximately to the Growth Policies Plan Enhancement Area boundaries. Henderson to the west, Hillside to the north, Maxwell St. (both sides of the street) to the east, and Short Street and Summitt Pointe Apartments to the south.

The area's nearest shopping is along Walnut about ½ mile to the west.

Parks do not exist within the area but one of the larger, best developed, city parks, Bryan Park (33 acres) is ½ mile north and Winslow Park is ¼ mile south. The Winslow Complex is also in close proximity to the YMCA recreational facility.

The closest school is Templeton Elementary School. Templeton is located across Hillside, to the north.

Topographically, the slope change is minimal and surface streams are non-existent. Natural features are minimal with the exception of the park like wood lot north of the Montessori School, and a dense stand of trees SW of Short Drive.

MILLER DRIVE NEIGHBORHOOD BACKGROUND DATA

Miller Drive Neighborhood was originally platted as part of the Huntington Park and Barkley Gardens addition. The area came under intensive land use planning November 1971 in preparation for federal funds for redevelopment.

A number of newer projects have been built: These include the Pinestone Addition to the northwest, Walnut Woods, a public housing project in the western area near Miller Drive, and Chestnut Ridge, a housing development of single family style homes on small lots on Highland.

Various manufactured homes and duplexes in various locations have been built. A new project on Covey Lane to the southeast includes six two-story duplexes of the "American Four Square" design provides affordable housing under the Tax Credit Program. A new project has been approved to build duplexes with entry off of south Maxwell. Two institutional buildings have been built on south Highland, the Bloomington Development Learning Center, and the Montesorri School. Approximately 12 mobile homes exist within the area and are grandfathered as non-conforming uses.

Road extensions which have been developed, include Highland from Hillside, south to Winslow and Thornton, east to Maxwell, connecting to the subdivisions to the east. Sidewalks have been built on one side of major streets and drainage improvements have also been made along major streets.

The northwest part of the neighborhood, west of Huntington, is in the city's Urban Enterprise Zone to give financial incentive for redevelopment of business within the zone boundaries.

Building condition has improved within the area and there are only four properties in the August 91 survey which are deficient. The pattern of quality structural condition shows no definite large areas better than another. The patterns are mixed, spatially.

There are approximately 200 units of housing within the approximate 180 acre area yielding a density area of 1.11 per acre. The city average density is 2.8 units per acre.

The number of rental units from the rental records of the city are less than 40 with an approximate percentage of 20%. This figure of rental units is expected to increase. Indications are that student occupancy is increasing. Rental units from Walnut Woods would increase the total number to approximately 100 units.

BACKGROUND INFORMATION RELATED TO THE PLAN

- 1 Neighborhood members view themselves as identifying with enclaves within the area not necessarily with the neighborhood whole.
- 2. Neighborhood has been identified as an Enhancement Area within the 1991 Growth Policies Plan.
- 3. The area has received Redevelopment funds (CBDG) over the years. These funds may be considerably reduced in the future.
- 4. Infrastructure is felt to be adequate to above average by the neighborhood.
- 5. Efforts have been to link the area to outside thoroughfares by extending Highland from Hillside, south to Winslow Road, and connecting Thornton with neighborhoods to the east. An extension of Short Street to the southwest is planned.
- 6. Interior street connections are adequate and no new ones are needed at this time.
- 7. The western section of the neighborhood to Huntington is located within the Urban Enterprise Zone. Exploration as to how to utilize this zone's incentives should continue.
- 8. Public housing at Walnut Woods includes 60+/- number of units.
- 9. Group homes for developmentally disabled exist to the southeast along Maxwell. Another group home exists along Miller Dr.
- 10. Midland Cut Stone is an industrial area central to the neighborhood (zoned MG). The business is locally owned, has existed for 35 years, has 24 employees, and pays above average wages.
- 11. The one central commercial area is a small furniture store located on the southeast corner

of Miller and Highland.

- 12. Single duplexes on single lots facing the road are preferred to clustering by the neighborhood.
- 13. City signage now exists for a bicycle route along Huntington Drive south to Miller, then east to Hillside, and continuing south on Hillside towards the YMCA.
- 14. The junkyard at the west end of Maxwell Street needs buffering and the possibility of reuse should be considered.
- 15. The ordinance update and zoning map change is taking place during the calendar year 1992 with the Chicago firm of Camiro's LTD, under contract with the city to produce the rewrite. New industrial, commercial, and residential zones will be considered and may find application within the Miller Drive area.
- 16. The neighborhood is receptive to continuation and expansion of the existing businesses on Huntington, Midland Cut Stone and Marco Plastics.

Planning staff presented generalized alternative land use scenarios at a neighborhood workshop meeting on February 14, 1992, at the Bloomington Developmental Learning Center. The purpose was to stimulate reaction to the concepts. In general, neighborhood reaction was hostile to residential uses more intense than permitted by current RS zoning.

I. Low Growth

- A. Rezone for development opportunities: Hillside and Miller to RL zoning.
- B. Maintain present RS zoning on other neighborhood streets.
- C. No additional business zoning and maintain present MG zoning.
- D. No new through streets except an extension of Short Street (SW of Highland).
- E. Landscape bike path area south along Huntington to Miller, extending Miller East to Highland, and south to the (Y) (street trees).
- F. School or day care center on the NW corner of Highland and Miller Drive.

II. Growth

- A. Rezone for development opportunities: Hillside and Miller to RL zoning. Look for opportunities on Park, Maxwell St., and Huntington.
- B. Maintain present RS zoning on Olive, Moody, and Highland.
- C. Business overlay opportunity zone on the NE corner of Highland and Miller Drive.
- D. Look for business investment opportunities adjacent to present business within the Enterprise Zone.
- E. Bike path parkway developed over a five year period south along Huntington to Miller, east to Highland, and south on Highland to the Y.
- F. Maintain present MG zoning.
- G. Extension of Short Street SW of Highland.

III. Higher Growth

- A. Rezone to RL or higher, all street areas except Olive, Moody, and Hillside.
- B. Developer contributions to a road east/west connecting Thornton, north of the present MG zone. Rezone MG to RM or higher density opportunity zone.
- C. Look for higher density opportunities along Maxwell St. and the Short St. extension.
- D Business zoning created for commercial opportunities at Hillside and Henderson, Miller and Henderson, and Highland and Miller.
- E. Look for small scale compatible business investment opportunities in the

Enterprise Zone.

F. Grant rezone to higher density (RL/RM) in areas of mobile homes.

The area along Hillside Drive from Henderson to Huntington, north of Pinestone and the Midland Cut Stone property, includes some higher density infill opportunities. The area west of Part Street (?) should accommodate single family infill among the existing residences. There is opportunity for a small lot subdivision at the west end of the area. An exception to this single family format is an opportunity for low density multi-family housing on the site of the existing mobile home park.

Between Park Street and Huntington, mixed residential uses at higher densities are advised.

Area A - Hillside Drive

Recommendation:

The northwest corner of the Miller Drive Neighborhood between Henderson on the west and Huntington on the east, fronting Hillside Drive, should be used for higher density opportunities. Where possible, duplexes on single lots facing the street or fronting on new cul-de-sacs or loops should be built. Some single family homes on cul-de-sacs would also be recommended.

Justification:

In keeping with the concept of a more compact urban form (anti urban sprawl), it will be necessary to increase density per acre near the CBD of Bloomington. Hillside Drive is slated for \$800,000 in roadway upgrade and can better handle the traffic compared to the interior neighborhood streets. There are opportunities for residential reuse of blighted areas along the south side of Hillside Drive and allowing moderate density would help to upgrade these areas.

The area between Pinestone and the new Templeton School must be compatible with adjacent Pinestone and should be marketable for single family development given proximity to the school and its open space.

AREA B - Thornton Drive

Recommendation:

Along Thornton Drive the Pinestone subdivision has been developed with single family style homes on four cul-de-sacs to the north and higher density units to the south. This area needs --minimal attention, with the exception that it could be better connected with the rest of-the-neighborhood. Especially, if this type of land use is expanded east to take up the light manufacturing area near Park Avenue, or if the northern half of Midland Cut Stone develops residential then connections to Thornton would be vital.

Justification:

Neighbors in the area generally praised the Pinestone addition and seem to favor expansion of this type of mixed density housing. Long term adaptive reuse of industrial areas is preferred to prevent less compatible uses from developing.

AREA C - Moody Ave

Recommendation:

Moody Ave., from Henderson to Park, should remain single family detached housing. New single family should be encouraged where infill is needed.

Justification:

Moody, as single family, conforms to the existing use of this street and a linear pocket of single family adds to the diversity of housing options in the area. Retaining single family supports the neighborhood desire for maximizing this land use.

AREA D - Park Ave.

Recommendation:

The neighborhood plan envisions continuation of the current non-residential land uses. Otherwise, the area is suitable for moderate density residential development as an opportunity for future rezoning with light industry continuing under revised zoning regulations which would allow only uses which are compatible with residential surroundings with appropriate site design and buffering.

Justification:

Light industrial uses should only continue to exist within this area if the neighborhood can be protected from the sale to a less compatible business, and likewise, protected from noise, air, and ground pollution, and truck load on local streets. As an alternative, moderate density multifamily residential would offer incentive for replacement of the existing light industrial uses.

AREA E - Miller Drive West Area

Recommendations:

Along Miller Drive, single family or duplex infill development should occur; care must be taken not to create water drainage problems toward the topographically lower homes to the north on Moody. Also, attention should be given to site design solutions which address the higher elevation of the Miller Drive frontage to avoid new structures which tower over the Moody Drive properties.

Justifications:

Miller Drive west is one of the entryways to the neighborhood. Well landscaped new construction would be an improvement in this location given the mix of vacant infill opportunities, deficient single family structures, the non-conforming auto repair business, and existing public housing. Single family or duplex infill development relates well to higher intensity land uses on three sides. The Bloomington Transit Service Center and the city's street maintenance yard do not promote single family investment in this location. Miller Drive is a preferred through street to carry the increased traffic load. The Growth Policies concept of Compact Urban Form and Residential Enhancement are served.

AREA E - Miller Drive West Area

Recommendations:

Along Miller Drive, single family infill development should occur, existing single family zoning, should be maintained, and care must be taken to not create water drainage problems toward the topographically lower homes to the north on Moody.

The area abuts single residences along Moody and is viewed as an appropriate opportunity for new single family construction or rehab of existing structures.



AREA F - Walnut Woods

Recommendation:

Walnut Woods, along Miller Drive, is a public housing project built in the mid 1980s and supplies about 60 units of needed housing. This should be continued with additional landscaping. Expansion to the east, along the north side of the street, or behind the Miller Drive frontage, should be considered. Tot lots and play grounds should be expanded.

Justification:

Walnut Woods adds a needed housing supply to the city's housing stock, and it "serves diversity" and "Compact Urban Form" as addressed in the Growth Policies Plan.

AREA G - Open Area West and Johnson Service

Recommendation:

Park options should be considered in the Parks (92) Master Plan. The need for child oriented play areas within the walking distance of moderate density housing is clear. The area east of Walnut Woods consists of deep lots fronting on Miller and Huntington. The plan targets these for continued single family use to avoid "patchy" multi-family infill among the sound single family housing on adjacent lots. An auto repair facility occupies a large parcel on the south side of Miller Dr. just east of Walnut Woods apartments. The site is zoned RS and the business is a long time neighborhood feature with an apparent high level of acceptance by neighbors. Moderate density multi-family is proposed as an opportunity for rezoning of this parcel to encourage its eventual conversion to residential use.

Justification:

These open areas are in part the result of long lots platted in the area and the need to develop the land for an interior park on open space as the result of moderate density development is clear. Eventual replacement of the non-conforming business would eliminate the potential for expansion or less desirable operation of the business.

AREA H - Miller Neighborhood Northeast

Recommendation:

Retain single family detached housing in the area, encourage new single family style housing. Existing duplexes in most instances have been authorized by variance and will continue without the restrictions of non-conforming status. Others are legally vested non-conforming uses. Street trees and landscaping of pedestrian and bicycle areas should be included in the city capital plan. Zoning should remain single family and new rezonings or use variances should not be granted.

Justification:

This area is substantially single family now, much of it fairly recent and substantial investment in new construction or rehab. This trend is expected to continue. Stabilizing the permitted land use as single family will promote this. A number of manufactured homes have been built and this affordable housing type is ideal. Single family housing adds to the diversity of housing options within the whole area, and addresses the neighborhood's desire to maximize this land use.

AREA I - Highland Southeast

Recommendation:

The southeast corner of Miller and Highland should retain its present business zoning with potential for modest expansion to the corner. Long term, the furniture store use should be encouraged to be retrofitted to a low intensity neighborhood serving convenience store south along Highland. The Bloomington Development Learning Center and Montessori School are institutional land uses which are desirable and should continue. The land between, along Highland, and to the back of the Covey Lane project would make another attractive site for another institutional use such as a private school, Church, or cultural center. Apartments or condos should also be considered as an alternative. Attractive streetscape should be an important consideration in this highly visible location. The wooded lot north of the Montessori School should be conserved and possibly considered as a pull off area for a bike pathway.

Justification:

Neighborhood serving commercial helps to mitigate traffic and conforms to a foundation principal of the Growth Policies Plan. Also, identification of this site for expansion of existing commercial area dictates that the other corners of the intersection of Miller and Hillside be developed or kept residential. Institutional of this general character and quality adds to the cultural vitality of Bloomington called for in the Growth Policies Plan.

AREA J - Maxwell Southeast

Recommendation:

Single family infill development and rehab under existing single family zoning is appropriate. An effort should be made to replace the junkyard with residential reuse. East of Maxwell, single family on cul-de-sacs or loops are a possible development opportunity on these deep lots. A sidewalk on one side of Maxwell should be encouraged.

An effort should be made to replace the junkyard.

The plan should promote the reuse and clean-up of this site. Zoning of this property should facilitate private sector financed clean-up and reuse.

Justification:

Maxwell is a dead end street and extending it south would be difficult due to the location of YMCA property. The street is substandard and a consideration of traffic load is essential.

Junkyards present safety and aesthetic problems when located in residential neighborhoods.

The Miller Drive map shall also indicate the junkyard site with an asterisk.

AREA J - Maxwell Southeast

Recommendation:

On the western side, moderate density residential is appropriate. An effort should be made to replace the junkyard with a low to moderate density residential reuse. East of Maxwell, single family or duplexes on cul-de-sacs or loops on single lots facing the road should be the preferred development. A plan to have a sidewalk on one side of Maxwell should be encouraged. In the interest of maximum compatibility with established patterns in the area, clusters should be avoided and traditional architectural style encouraged.

Justification:

Maxwell is a dead end street and extending it south would be difficult due to the location of YMCA property. The street is substandard and a consideration of traffic load is essential. The junkyard at the end of Maxwell, before Short Street, may be a constraint to quality residential development in the immediate area, so enough residential intensity to encourage redevelopment is advised. The area already accommodates a number of duplexes.

Amended recommendation: Removed

Maintain single family land use and zoning in the Maxwell Southeast area.

Wording of recommendation as amended by the Plan Commission: Rezone Area 4 (Area J) to single family.



AREA J - Maxwell Southeast

Recommendation:

Single family infill development and rehab under existing single family zoning is appropriate.

An effort should be made to replace the junkyard with residential reuse. East of Maxwell, single family on cul-de-sacs or loops are a possible development opportunity on these deep lots.

A sidewalk on one side of Maxwell should be encouraged.

Justification:

Maxwell is a dead end street and extending it south would be difficult due to the location of YMCA property. The street is substandard and a consideration of traffic load is essential.



AREA K - City Service Center, Summit Point, and the Prock Property

NOTE: These land uses are peripheral to the Miller Drive Neighborhood as described and delineated by the Residential Enhancement area.

These three land uses should continue as they are presently used. Continued attention to streetscape, landscaping, and architecture should be given to the city properties. The Prock Property includes wooded land east of Summitt Pointe designated for single family development. The site is heavily wooded and impacted by Karst and surface drainage constraints. Clustered or attached condominium development at single family density would be more flexible than platted lots in addressing the physical constraints of the property. This recommendation is indicated by an asterisk (*) and notation on the land use exhibit.

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AREA L - Midland Cut Stone and Marco Plastics

Recommendation:

Over the long term, this industrial land use should be brought into compatibility with the residential character of the rest of the neighborhood. Moderate density residential should be explored as an adaptive reuse possibly with developer linking Thornton Avenue east and west, through the area. The 1992 overall zoning update should create a new industrial zone for existing industrial tracts within the community in close proximity to residential uses to protect existing uses while preventing future change which might be less compatible.

The MG/ML area should be rezoned to restrict permitted uses. A new zoning designation should encourage investment opportunities consistent with its neighborhood surroundings, including higher density residential and/or neighborhood serving commercial.

Justification:

Industrial land use of this type could be resold to less desirable and less compatible industries. Present operations should be protected and allowed to modernize and expand. The locally based 57 year history, and neighborhood opinion, would support this present industry's continuation.

The existing MG/ML zone permits many potential uses which are incompatible with residential surroundings.

MILLER DRIVE NEIGHBORHOOD SURVEY

The City of Bloomington Planning Department encourages you to participate in the final draft of the Miller Drive Neighborhood Plan. Over the past few months, your neighborhood has been the focus of several new development proposals. In addition to this, sidewalk and street improvements along Hillside and the construction of the new Templeton School will create new interest in your neighborhood.

In general our plans advise that Miller Drive Neighborhood should remain largely zoned for single family development. There are a few possible exceptions: areas targeted for blight removal, areas of higher traffic intensity, and areas which adjoin the City Service Center which may not be considered attractive for single family development. One question in our planning process is whether development other than single family houses should be considered to encourage new development of some of these blighted spots and removal over time of incompatible uses.

We invite you to give us your ideas in order to have the broadest possible sampling of opinions which will be used to guide future zoning decisions in your area.

Using the map provided as a reference, please answer the questions on the attached survey and mail the form back to us in the enclosed postage paid envelope by May 4th so that we can review the results of this survey. Do not sign the questionaire. All responses are confidential.

After you have completed the questionaire, please place an x on the map to locate your residence. Thank you for participating. A final draft of the Miller Drive Neighborhood Plan will be considered at the May 18th Plan Commission meeting which starts at 7:00 P.M.

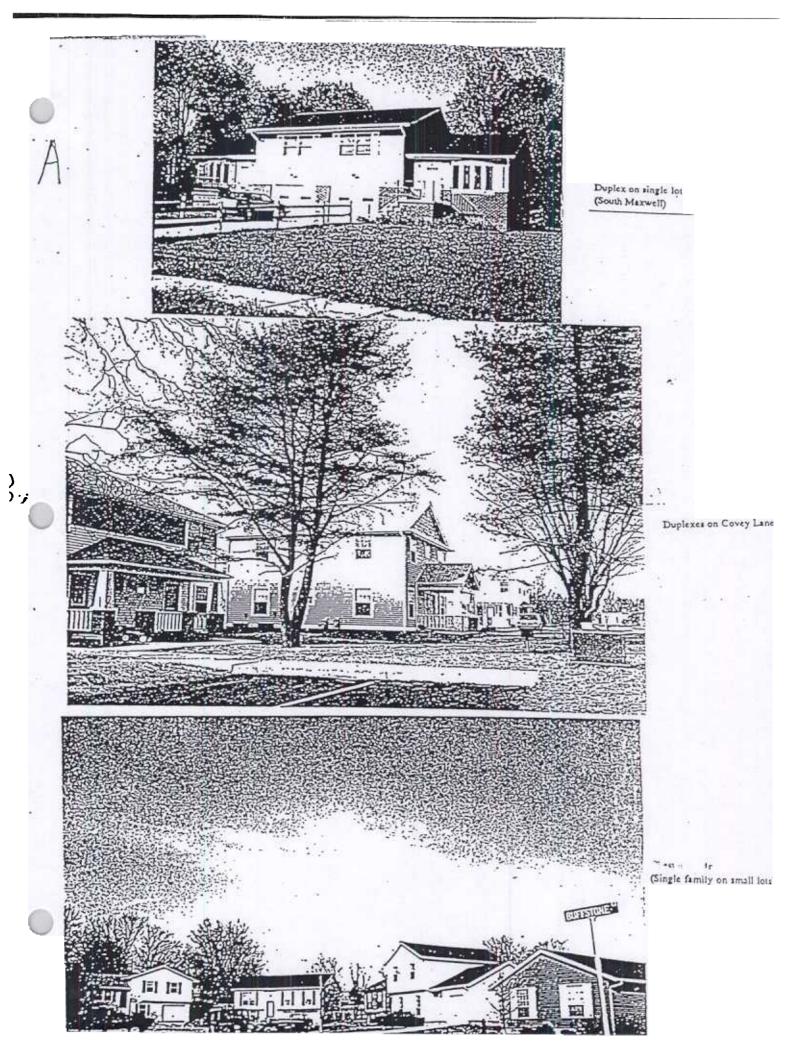
City of Bloomington Planning Department

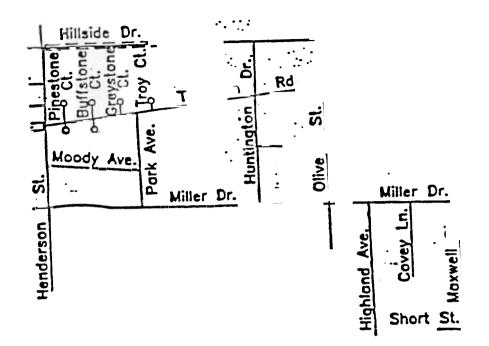
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MILLER DRIVE NEIGHBORHOOD SURVEY

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1.	Do you rent or own the property in which you currently live?					
2.	Do you currently live in what can be described as high density housing, for example, a duplex, townhouse or apartment? Yes/No					
3.	The photographs included are of different housing styles in your neighborhood. Please tell us how you feel about these projects by checking the appropriate box in the table below.					
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		Project	Like	Don't Care	Dislike	<u>.</u>
	·	A				
		В				
		C				
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μ.	What in particular do you like about the developments; for instance, architecture, landscaping, lot size, or other features?					
5.	What in particular do you dislike about the developments?					
•						
6.	What kind of development would you prefer in the following areas. Please check the blank you prefer.					
	 South side of Hillside between Huntington and Templeton School Apartments Hi-Density Apartments Lo-Density Duplexes Single Fam. South side of Hillside between Templeton School and Henderson Street Apartments Hi-Density Apartments Lo-Density Duplexes Single Fam. North side of Miller Drive between Walnut Woods and Henderson Apartments Hi-Density Apartments Lo-Density Duplexes Single Fam. Both sides of Maxwell south of Miller Apartments Hi-Density Apartments Lo-Density Duplexes Single Fam. 					
7.	How many bedrooms per apartment would be acceptable?					
8	Would you support apartments for the elderly in the neighborhood? Yes/No If so, where would you locate it?					
	Is a small central park for children needed? Yes/No					
10.	Is a bikepath needed north and south through the neighborhood? Yes/No					

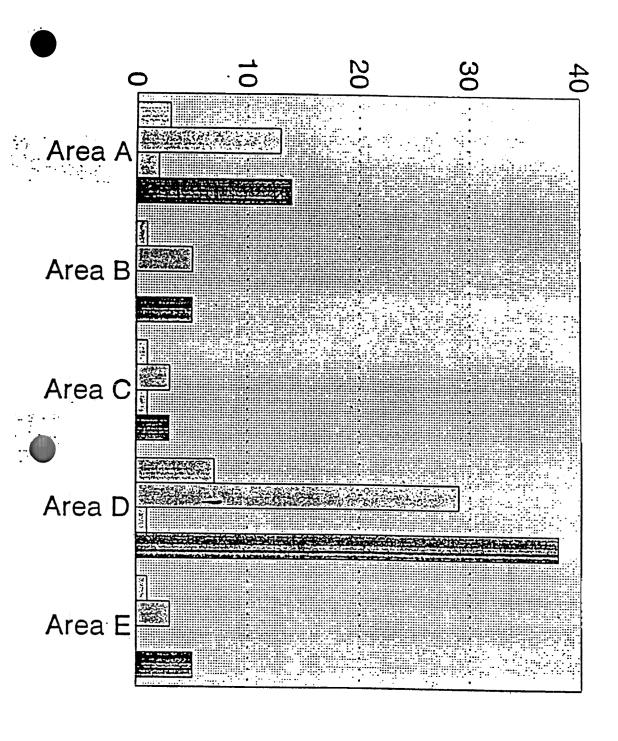
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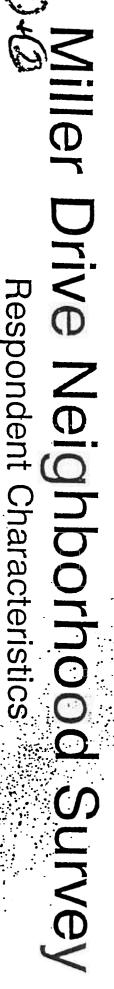


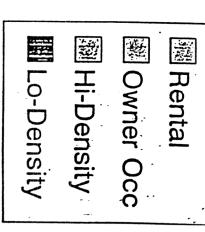


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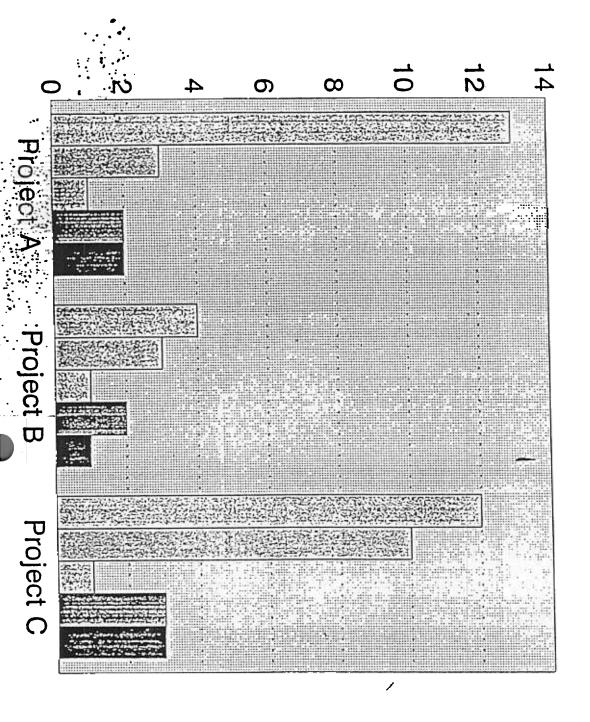
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Miller Drive Neighborhood Survey



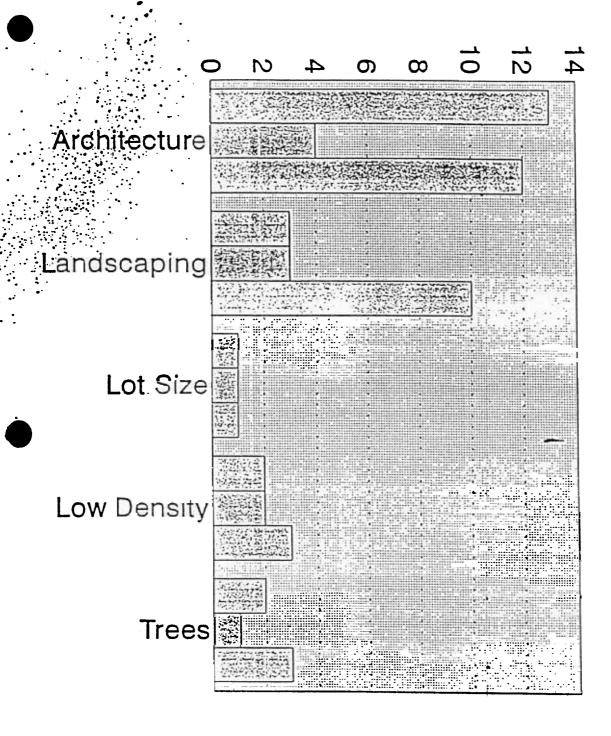


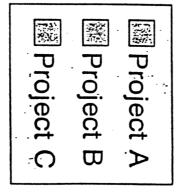
Landscaping Lot Size

Low Density

Trees

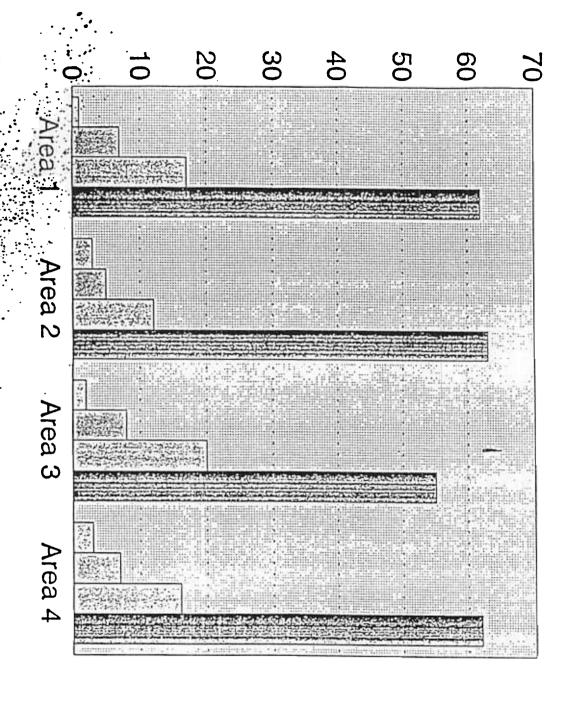
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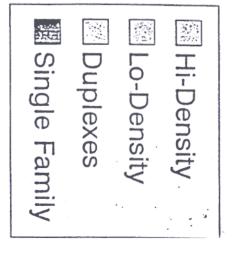


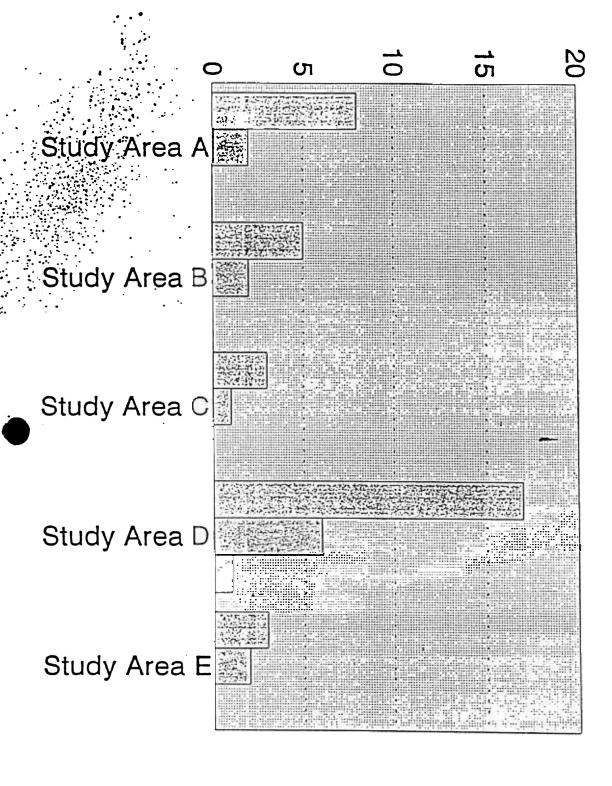


Miller Drive Neighborhood Survey

Preferred Development by Area







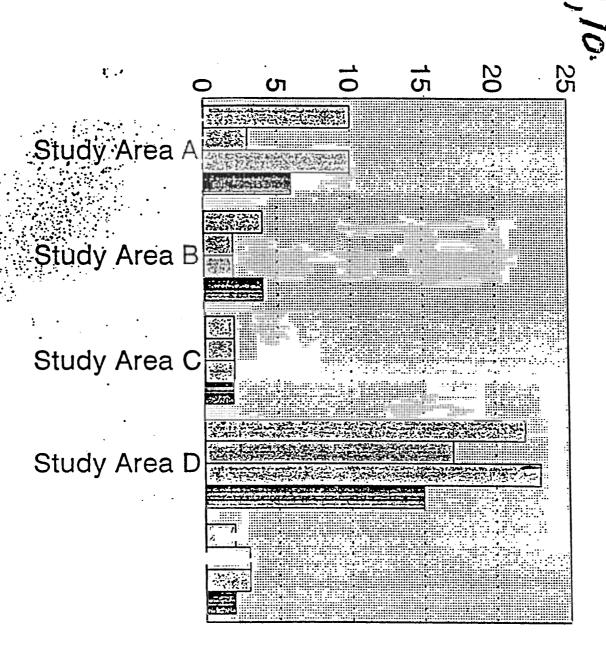
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Iller Drive Neighborhood Survey

Preferred Number of Bedrooms per Unit

Miller Drive Neighborho

Miscellaneous



Do not need park Need Park Do not need bikepath Need bikepath

DISLIKE

LOT COVERAGE

20

LOW INCOME

FUTURE POOR CONDITIONS

HIGH DENSITY

ARCHITECTURE

LANDSCAPING

TRAFFIC/PARKING